

DEPARTMENT OF PLANNING
STAFF REPORT

PLANNING COMMISSION PUBLIC HEARING

DATE OF HEARING: June 18, 2009

SPEX 2009-0017, CMPT 2009-0004

LOUDOUN COUNTY PUBLIC SCHOOLS (MS-5)

DECISION DEADLINE: July 1, 2009

ELECTION DISTRICT: Dulles

PROJECT PLANNER: Marchant Schneider

EXECUTIVE SUMMARY

The Loudoun County School Board (LCSB) has submitted Special Exception and Commission Permit applications to permit the construction of a Middle School with associated recreation facilities in the TR-1LF (Transitional Residential – 1) and TR-3LF (Transition Residential - 3) zoning districts. The subject property is approximately 37.0 acres and is located in the southeast quadrant of the intersection of Braddock Road (Route 620) and Ticonderoga Road (Route 613) / Loudoun County Parkway (Route 606 Extended). (*see Vicinity Map, Page 3*).

The area is governed by the policies of the Revised General Plan (Transition Policy Area, Lower Foley Subarea) which designate this area for residential development at densities up to 2 dwelling units per acre in a Countryside Village and non-residential uses which provide a visual and spatial transition between suburban development to the east and rural development to the west.

The proposed middle school is identified in the LCPS School Board Adopted 2010-2014 Capital Improvement Program (Freedom High School Cluster). MS-5 will be constructed as a two-story, 180,000 square foot facility with a 1,350 student capacity. Recreation facilities associated with the facility are described in further detail on page 13. Subject to the approval of the above-mentioned applications, LCSB anticipates opening MS-5 for the 2011-2012 school year. The attendance area for the proposed Middle School will be determined approximately eighteen months prior to the school's opening, or in the Spring of 2010.

RECOMMENDATIONS

Staff supports the applications pending final Staff review of the Applicant's response to referral agency comments. Staff recommends that the Planning Commission forward the proposed applications to a Planning Commission worksession for an update of the application's review status and discussion of the application's associated conditions of approval.

SUGGESTED MOTIONS

1. I move that the Planning Commission forward SPEX 2009-0017 and CMPT 2009-0004, Loudoun County Public Schools (MS-5), to a subsequent worksession for further discussion.

OR,

- 2a. I move that the Planning Commission approve CMPT 2009-0004, Loudoun County Public Schools (MS-5), and forward the application to the Board of Supervisors for ratification, subject to the Commission Permit Plat dated March 27, 2009, revised through May 27, 2009.

and

- 2b. I move that the Planning Commission forward SPEX 2009-0017, Loudoun County Public Schools (MS-5), to the Board of Supervisors with a recommendation of approval, subject to the Conditions of Approval dated June 18, 2009.

OR,

- 3a. I move that the Planning Commission deny CMPT 2008-0007, Loudoun County Public Schools (MS-5), and forward the decision to the Board of Supervisors for ratification.

and

- 3b. I move that the Planning Commission forward SPEX 2009-0017, Loudoun County Public Schools (MS-5), to the Board of Supervisors with a recommendation of denial.

OR,

4. I move an alternate motion.

VICINITY MAP



Directions:

From Leesburg, take Route 15 south to east Route 50. Travel approximately 5 miles and turn right onto Gum Spring Road (Route 659). Travel approximately 2 miles and turn left onto Braddock Road (Route 620). The property is located approximately 1 ¼ miles from Gum Spring Road, at the southeast quadrant of Braddock Road and Ticonderoga Road, opposite the South Riding development.

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I. APPLICATION INFORMATION

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REPRESENTATIVE Urban, Ltd.
 David McElhaney
 7712 Little River Turnpike
 Annadale, Virginia 22003

APPLICANT'S REQUEST **Special Exception and Commission Permit**
 to permit a Middle School use with associated
 recreational facilities in the TR-1LF and TR-
 3LF Zoning Districts. The application was
 accepted on April 2, 2009.

LOCATION 42827 Braddock Road. Southeast quadrant of
 the intersection of Braddock Road (Route 620)
 and Ticonderoga Road (Route 613), south of
 South Riding.

TAX MAP/PARCEL

Tax Map	PIN	Acres	Address
/106////////47/	167-49-2351	33.11	
/106////////47A	166-19-0513	3.84	42827 Braddock Road, Chantilly, VA

ZONING TR-1LF and TR-3LF
 (1993 Revised Zoning Ordinance)

ACREAGE OF SITE 36.96

SURROUNDING ZONING/ LAND USES

	ZONING	PRESENT LAND USES
NORTH	PDH-4	Residential / South Riding / Vacant
SOUTH	TR-3LF	Vacant / Ticonderoga Farms
EAST	TR-1LF / TR-3LF	Vacant
WEST	TR-1LF / TR-3LF	Vacant / Ticonderoga Farms

II. REFERRAL AGENCY COMMENT SUMMARY

TOPIC / ISSUE AREA	ISSUES EXAMINED AND STATUS
Comprehensive Plan	<ul style="list-style-type: none"> o Consistency with land use policies of the <u>Revised General Plan (RGP)</u> (Transition Policy Area, Lower Foley Subarea), <u>Revised Countywide Transportation Plan</u> (Revised CTP), and the <u>Bicycle and Pedestrian Mobility Master Plan</u> (Bike/Ped Plan). Status: No issue. Institutional use consistent with planned land use designation (Transition). o Public School sites to be located at focus of attendance area (schools centrally located to serve Transition, Rural, and Suburban Policy Areas). Status: No Issue. Subject property is centrally located to serve Transition and Suburban populations. o Non-residential uses to front major arterial or collector roads. Status: No issue. Subject site fronts Braddock Road and Ticonderoga Road (future Tri-County Parkway), planned collector roads. o Implement Green Infrastructure policies (conserve onsite wetlands, forest resources, historic resources - cemetery). Status: Conditions of approval recommended (Conditions 10,11,13-16). o Non-residential uses to be developed at a scale which effectively blends (visually and spatially) into rural landscape. Status: Conditions of approval recommended (Conditions 9, 12). o Buffer/screen/landscape school facilities and associated parking areas to reduce visual impact from surrounding public right of way and surrounding uses. Status: Condition of approval recommended (Condition 9). o Provide landscape treatments to mitigate traffic noise from Braddock Road and Ticonderoga Road. Status: Condition of approval recommended (Condition 7). o Provide stormwater management techniques to mimic pre-development conditions and minimize impacts to watershed. Status: Conditions of approval recommended (Condition 11,13). o Specify sustainable building design elements (efficiency). Status: No issue. LCPS energy programs to be implemented. Building design sensitive to Green Infrastructure identified onsite (wetlands, forest resources, and cemetery) and will incorporate BMP/LID stormwater management techniques. o Provide bicycle and pedestrian connections along property frontage and within project site, safe crossing facilities at all intersections, and/or reserve ROW for future connections. Status: Condition of approval recommended (Condition 8). o Reduce/mitigate light trespass of proposed uses. Status: Condition of approval recommended (Condition 6). o General location, character, and extent of the public facilities to be in substantial accord with RGP policies (Commission Permit). Status: No Issue. General location, character, and extent of the public facilities are in substantial accord with RGP policies.

Environmental Review	<ul style="list-style-type: none"> o Install oil/water separator to treat stormwater associated with Bus Parking Facility. Status: Condition of approval recommended (Condition 15). o Expand tree save area to preserve tree cover proximate to onsite wetlands. Status: Condition of approval recommended (Condition 16) o Provide LEED for Schools score sheet to assess the school design vis-à-vis the LEED "silver" goal adopted by the BOS. Status: To be provided by Applicant when complete. o Complete noise study for the anticipated noise level associated with adjacent roadways. Provide attenuation measures. Status: Condition of approval recommended (Condition 7) o Prioritize wetland and stream mitigation. Status: Condition of approval recommended (Condition 13). o Participate in well monitoring program through dedication of existing wellhead. Status: Condition of approval recommended (Condition 14) o Provide appropriate buffering of onsite cemetery. Status: Condition of approval recommended (Condition 10)
Transportation	<ul style="list-style-type: none"> o Specify when student Service Area will be determined. Status: Applicant response under review by Staff. o Provide second two-lane half section of Braddock Road across project frontage to include dedication of necessary right-of-way and easements. Status: Applicant response under review by Staff. o Provide two-lane half section of planned Tri-County Parkway (Ticonderoga Road) to include dedication of necessary right-of-way and easements. Dedicate right-of-way and easements for Braddock Road/Ticonderoga Road intersection. Status: Applicant response under review by Staff. o Clarify Braddock road entrance requirements / median spacing. Status: Applicant response under review by Staff. o Provide bicycle and pedestrian connections along property frontage to include signalized crossings north to South Riding Development and west along Braddock Road. Status: Applicant response under review by Staff. o Identify timing of a signalized Braddock Road / Gum Spring Road intersection. Status: Applicant response under review by Staff. o Turn lane improvements identified in Applicant's traffic study (site entrances and Braddock Road / Ticonderoga Road intersection) to be provided by Applicant. Status: Applicant response under review by Staff. o Identify alternatives to site traffic utilizing Ticonderoga Road south of the subject site. Status: Applicant response under review by Staff.
Zoning	<ul style="list-style-type: none"> o Notation, graphic, zoning reference, and tabular revisions. Status: Applicant response under review by Staff.
Parks and Recreation	<ul style="list-style-type: none"> o Locate future area for amenities such as jogging track. Status: Resolved by Plat revision

Emergency Services	o Availability of Emergency Services. Status: No issue.
County Attorney	o Development conditions review and approval to legal form. Status: In progress
Disclosure of Real Parties in Interest	o Received and attached, dated June 5, 2009

POLICY OR ORDINANCE SECTIONS SUBJECT TO APPLICATION	
<u>Revised General Plan</u>	
RGP Text, p. 8-1	
Chapter 3, General Public Facilities, Policy 2, 4	
Chapter 3, Public Facilities, text	
Chapter 3, School Policies, Policy 4	
Chapter 5, Green Infrastructure Policies, Policy 1	
Chapter 5, River and Stream Corridor Resources Policies, Policy 13, 23	
Chapter 5, Forests, Trees, and vegetation, text, Policy 1, 3	
Chapter 5, Historic and Archaeological Resources Policies, Policy 8, 11	
Chapter 5, Highway Noise Policies, Policy 2	
Chapter 5, Noise Abatement Criteria (NAC) Hourly A-Weighted Sound Levels Table	
Chapter 5, Surface and Groundwater Resources, text, Policy 2	
Chapter 5, Built Environment Policies, Policy 2	
Chapter 5, Lighting and Night Sky Policies, Policy 1	
Chapter 8, General Policies, General Policy 2	
Chapter 8, Land Use Pattern, text	
Chapter 8, Community Design Policies, Policy 15	
Chapter 11, Transition Policy Area Design Guidelines, Guideline 3a, 3b, 3c	
Transition Policy Area Design Guidelines, Design Guideline 3c	
Glossary, Institutional Uses, definition	
Countywide Transportation Plan (CTP)	
Appendix 1, Design Guidelines for Major Roads, Transition Policy Area, Route 606 Extended and Route 620.	
Pedestrian and Bicycle Policies, Policy 5	
<u>Revised 1993 Zoning Ordinance</u>	
Section 2-1500: TR-3 District Regulations	
Section 4-1400: AIOD Regulations	
Section 5-700: Optional Development Regulations	
Section 5-900: Road Setback Regulations	
Section 5-1400: Buffering and Screening Regulations	
Section 5-1504: Light and Glare Standards	
<u>Bicycle and Pedestrian Mobility Master Plan</u>	
Chapter 4, Land Development Policies, Policy 3, 5, 6, 7	
Chapter 4, Transportation Project Development Policies, Policy 2	
Chapter 4, Recommended Shared Use Facilities, Shared Use Paths, text	
Chapter 5, Baseline Connecting Roadways text, Policy 1	

POLICY OR ORDINANCE SECTIONS SUBJECT TO APPLICATION
Chapter 4, Walkway and Sidewalk Policies, Policy 2
East Loudoun County Map

III. CONCLUSIONS

1. The proposed Special Exception and Commission Permit for Middle School use and associated recreation uses are consistent with the existing land use policies of the Revised General Plan (RGP) for the subject area (Transition Policy Area). Subject to prescribed development conditions regarding building scale and form, parking and pedestrian connections, buffering and screening, energy efficiency, and stormwater management, the special exception application will be in accordance the RGP.
2. The application is in accordance with the Revised 1993 Zoning Ordinance.
3. The special exception application proposes intersection improvements and improvements to existing road networks which will assist in the implementation of the Revised Countywide Transportation Plan; however, the timing, extent and coordination of these improvements with other triggered road improvements in the area requires further discussion.
4. The special exception application proposes stormwater management measures and water resource management buffers in order to preserve appropriate environmental resources on the subject property and minimize impacts on State waters and wetlands consistent with the Green Infrastructure policies of the RGP; however, the type and extent of the proposed measures continues to be evaluated by the Applicant and Staff.

IV. (DRAFT) SPEX CONDITIONS OF APPROVAL (June 18, 2009)

Staff recommends the following draft Special Exception Conditions of Approval in accordance with the applicable land use policies of the Revised General Plan and the Revised 1993 Zoning Ordinance. Development conditions specific to the application's associated traffic impacts continue to be discussed by Staff and the Applicant.

1. **Substantial Conformance.** The Middle School use and associated recreational facilities shall be developed in substantial conformance with Sheet 1, Sheet 5, and Sheet 6 of the Loudoun County School Board Middle School (MS-5) Special Exception and Commission Permit Plat, prepared by Urban dated March 27, 2009, revised through May 27, 2009 (the "Plat") and the Revised 1993 Loudoun County Zoning Ordinance (the "Zoning Ordinance"). Approval of this application does not relieve the Property of any Zoning Ordinance, Codified Ordinance, or any other regulatory requirement.

2. **Uses Permitted.** The Special Exception grants approval for a Middle School use, accessory uses and associated recreational facilities, as defined by the Revised 1993 Loudoun County Zoning Ordinance, in the TR1LF (Transitional Residential -1) and the TR3LF (Transitional Residential – 3) Zoning Districts. The total square footage of the Middle School building, exclusive of accessory uses and recreational facilities, shall not exceed 180,000 square feet.
3. **Lot Consolidation / Boundary Line Adjustment.** Lot consolidation and/or a boundary line adjustment to create a single parcel shall be required prior to or in conjunction with site plan approval for the Property.
4. **Public Utilities.** Public utilities shall be utilized and provided to the Property prior to, or in conjunction with, the occupancy permit for the Middle School.
5. **Use of Recreational Facilities.** Playing fields associated with the Middle School use shall be permitted to be utilized by Parks, Recreation, and Community Services (PRCS) when not programmed for athletic competition and practice by Loudoun County Public Schools (LCPS).
6. **Lighting.** Site lighting shall conform to Section 5-1500 of the Revised 1993 Loudoun County Zoning Ordinance and Sections 7.110 and 7.120 of the Facilities Standards Manual (FSM). The following standards shall also apply:
 - a. **Light Fixtures.** Exterior building lighting and parking lot lighting shall be cut-off and fully shielded and shall direct light downwards and into the interior of the Property and away from surrounding public roads and properties. Low-pressure sodium lamps shall be prohibited.
 - b. **Exterior Building Lighting.** Exterior building lighting associated with the Middle School and accessory uses, including security lighting, shall not exceed a maximum average illumination of five (5) foot-candles at grade level unless otherwise required by law, ordinance, or regulation.
 - c. **Parking Lot Lighting.** Parking lot lighting shall not exceed a maximum average illumination of two (2) foot-candles at grade level. Parking Lot Lighting shall be turned off within one hour following the end of evening activities, or by 11 p.m., whichever occurs first.
 - d. **Athletic Field Lighting.** The athletic fields shall not be lighted.
 - e. **Height of Light Fixtures.** The mounting height of any exterior light fixture shall not exceed 20 feet. Height shall be measured from the ground to the bottom of the light fixture.

7. **Noise.** Noise mitigation shall be provided in accordance with the Noise Study dated May 26, 2009, and the Noise Study Addendum dated June 2, 2009, prepared by HUSH Acoustics LLC. More specifically, a noise barrier (wall, fence, berm or any combination thereof) will be provided between the proposed athletic field to be located at the northwestern corner of the site and Ticonderoga Road (Future Tri-County Parkway) as identified on Sheet 5 of the Plat.
8. **[Transportation Improvements]**. *[Applicant response to recommended transportation improvements under review by Staff; condition language forthcoming]*
9. **Buffering and Screening.** Landscaping and buffering shall be provided in accordance with Sheet 6 of the Plat. Enhanced yard buffers shall be provided adjacent to the bus parking area as depicted on Sheet 6.
10. **Cultural Resources.** A fifty foot (50') buffer shall be provided around the existing cemetery and existing trees will be maintained within the buffer area. In addition, temporary fencing shall be provided around the cemetery during construction and permanent fencing shall be provided around the cemetery as a part of site development. Appropriate signage shall be placed at the cemetery to identify the site.
11. **Stormwater Management.** The Applicant shall provide one or more Low-Impact Development (LID) design measures for the proposed Middle School including enhanced extended detention ponds and shall work with the County to implement measures deemed likely to be effective based on the physical characteristics of the Property. LID measures will be designed and implemented in accordance with the adopted provisions of the Facilities Standards Manual (FSM).
12. **Architectural Design Elements.** The Middle School building design shall avoid the use of continuous plane building surfaces and wherever practicable break up large building segments into smaller segments through the use of fenestration and setbacks. The Applicant shall incorporate the following design elements:
 - a. **Classroom Areas.** Classroom areas shall contain double hung and sliding windows.
 - b. **Building Accent Materials.** School building accent materials shall include horizontal bands around the building to minimize the appearance of height.
 - c. **Roof Materials.** Roofing materials shall include a standing seam metal roofed canopy along the front of the School building to break up building facades and minimize the appearance of height.

13. **Wetland Mitigation.** For any wetland and stream impacts determined to be unavoidable in conjunction with the permitting process for development of the Property, the Applicant shall provide wetland mitigation in the following priority order: 1) onsite, 2) within the Bull Run Watershed within the same Loudoun County geographic Planning Policy Area, 3) within the Bull Run Watershed Area within another Loudoun County geographic Planning Policy Area, or 4) elsewhere within Loudoun County, subject to approval by the U.S. Army Corps of Engineers (Corps) and the Virginia Department of Environmental Quality (DEQ).
14. **Well Monitoring Program.** The Applicant will work with the County to determine if the existing on-site well is suitable for the County's monitoring program and, if so, will provide access to the County for water quality and water quantity testing through coordination with the LCPS Office of the Assistant Superintendent for Support Services.
15. **Bus Parking Area - Oil / Water Separator.** Stormwater runoff from the Bus Parking Area located south of the Middle School, illustrated on Sheet 5 of the Plat, shall be routed to an oil and water separator for treatment prior release onto the Property.
16. **Tree Save Area.** Within the area identified on Sheet 6 of the Plat as "Tree Save Area," the Applicant shall preserve healthy trees provided, however, that trees may be removed to the extent necessary for the construction of trails and Stormwater Management Facilities that are required pursuant to the Special Exception Conditions and/or shown on the approved construction plans and profiles as lying within such Tree Save Area and for the construction of utilities necessary for development of the Property. A minimum of eighty (80) percent of the canopy within the cumulative Tree Save Area depicted on the Plat will be preserved, exclusive of stands of Virginia Pine over 25 years in age. In the event that the eighty (80) percent canopy threshold cannot be achieved within the designated Tree Save Area, such lost canopy will be recaptured elsewhere on the Property in locations to be designated at the discretion of the Applicant in consultation with the County. Boundaries of all Tree Save Area shall be delineated on the site plan.

If, during construction on the Property, it is determined by the Applicant's certified arborist and/or the County that any healthy tree located within the boundaries the Tree Save Area has been damaged during construction and will not survive, then, the Applicant shall remove each such tree and replace each such tree with two (2) 2½ - 3 inch caliper native, non-invasive deciduous trees. The placement of the replacement trees shall be proximate to the area of each such damaged tree so removed, or in another area as requested by the County.

After construction has been completed by the Applicant, Forest Management Techniques, performed by or recommended by a professional forester or certified arborist, that are necessary to protect or enhance the viability of the canopy may be

undertaken. Such Management Techniques may include, without limitation, pruning and the removal of vines, invasive species, trees uprooted or damaged by extreme weather conditions, and trees or limbs that are diseased, insect-infested, dead, or are considered a hazard to life or property. The site plan for the Property shall contain a note stating that the removal of trees within the Tree Save Area is prohibited except in accordance with the provisions outlined in this note. Signage shall also be provided at the Tree Save to identify both the Tree Save Area and the wetlands contained therein to make the public aware of these environmental features.

V. PROJECT REVIEW

A. CONTEXT

The proposed middle school is identified as MS-5 in the LCPS School Board Adopted 2010-2014 Capital Improvement Program (Freedom High School Cluster). The proposed facility will relieve student overcrowding at Mercer Middle School and will serve students from the South Riding development and adjacent communities. Mercer Middle School is within the Stone Ridge development, approximately two miles from the subject property. Subject to the approval of the requested Special Exception and Commission permits, LCPS anticipates opening MS-5 for the 2011-2012 school year.

On March 17, 2009, the Board of Supervisors took action to expedite all land use applications associated with MS-5 and to take all steps to ensure that these applications are given priority and are available for PC and Board review as soon as possible.

Location

The site is approximately 37.0 acres in size and is located in the southeast quadrant of Braddock Road (Route 620) and its intersection with Ticonderoga Road (Route 613) / Loudoun County Parkway (Route 606 Extended). The site is bounded by the South Riding development to the north, Ticonderoga Farms, Inc. to the west and south, and vacant land to the east. (*see Vicinity Map, Page 3*)

Proposed Development

LCPS proposes a two-story, 180,000 foot facility for MS-5 with a program capacity for 1350 students as well as three recreational playing fields (two soccer, one softball). A fourth recreation field will be open for use by Parks, Recreation, and Community Services (PRCS) when not programmed for athletic competition and practice by LCPS. The larger dimensions of the additional field will support PRCS activities and will include a ¼ mile track that will also be open to the public. No lighting is proposed for any of the playing fields.

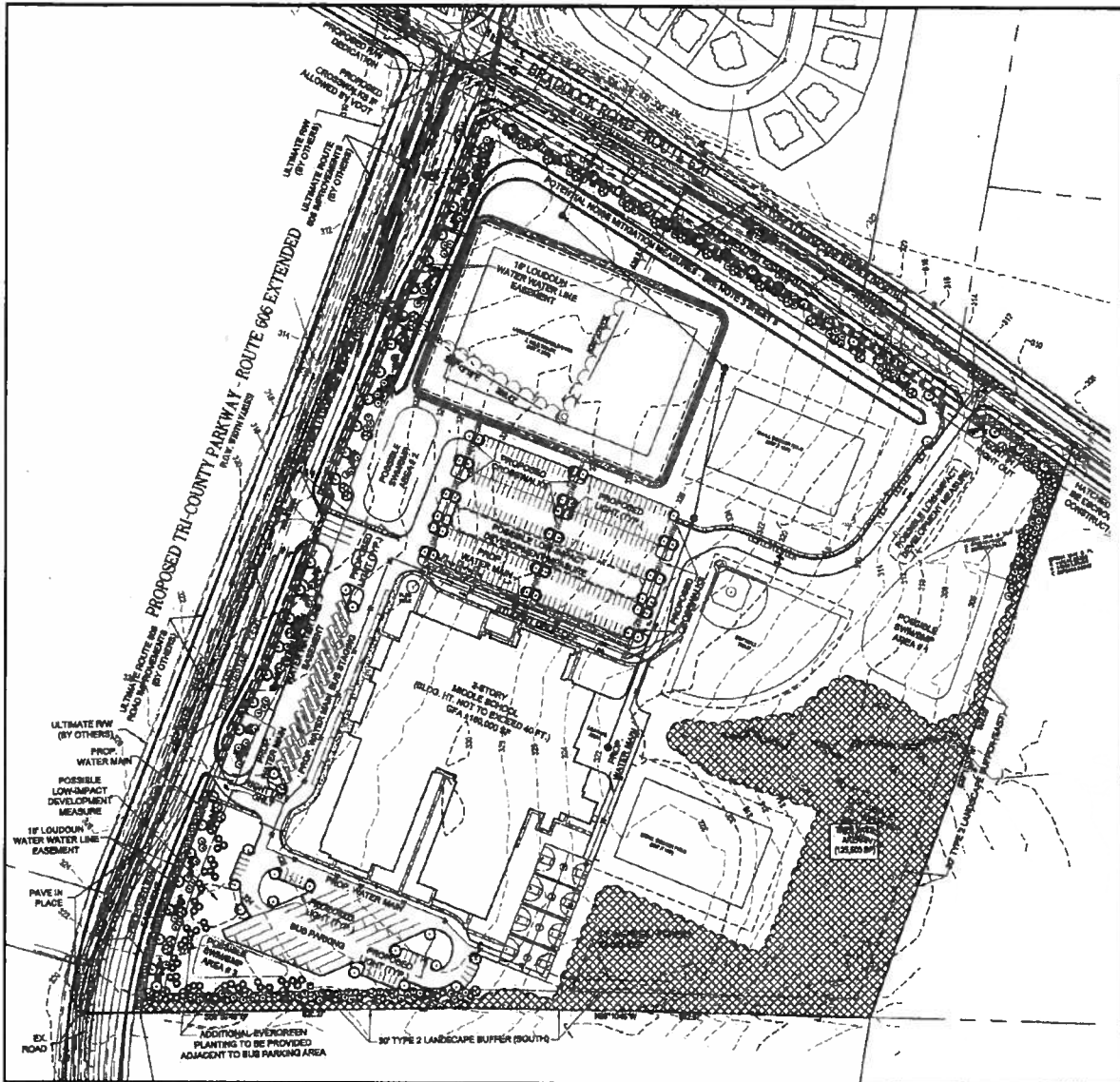


Figure 1. Special Exception Plat

Separate bus staging and student-drop off areas will be provided at the western and northern entrances to the school. A Bus Parking Facility will be located along the southern property boundary and will be screened from adjacent properties and Ticonderoga Road by evergreen plantings.

Transportation

The subject site is currently accessed from Braddock Road. The project proposes two points of entry to the site from the west (Ticonderoga Road) to include one full entrance and one right-out entrance for departing buses. A single right-in, right-out entrance is proposed to Braddock Road. At build out, the project will generate approximately 2,187 daily vehicle trips.

Site Conditions

The topography of the subject site is relatively flat and predominately wooded with evergreens and hardwoods. Wooded areas outside the limits of grading and clearing along the eastern and southern property boundaries will be preserved to include a small wetlands area at the eastern boundary of the site. No steep slopes or floodplain are located on the subject property. A small cemetery consisting of several unmarked field stones has been identified near the southern property boundary.

Community Meetings Prior to the Planning Commission Public Hearing

Loudoun County Public Schools (LCPS) representatives held a community meeting on June 4, 2009, at Mercer Middle School in Aldie.

B. SUMMARY OF OUTSTANDING ISSUES

As noted above, on March 17, 2009, the Board of Supervisors took action to expedite all land use applications associated with MS-5 and to take all steps to ensure that these applications are given priority and are available for PC and Board review as soon as possible. Final Staff comments regarding the Applicant's first submission were forwarded to the Applicant on May 21, 2009. The Applicant's response to the first referral comments was received on May 27, 2009. Second submission comments by Staff are due June 26, 2009; however, Staff anticipates informally addressing the Applicant's second submission comments in advance of the June 18, 2009 Planning Commission public hearing. Staff will provide an update at the public hearing.

Land Use. The location for the proposed middle school has been determined to be in conformance with the general policies of the Revised General Plan and an appropriate use within the Transition Policy Area. Staff has made recommendations regarding building scale and form, parking and pedestrian connections, buffering and screening, energy efficiency, and stormwater management. Staff also made recommendations regarding Green Infrastructure present on the subject site (wetlands, forest resources, and historic resources). Staff continues to evaluate the Applicant's response to these recommendations.

Transportation. Office of Transportation Services (OTS) Staff has recommended, among other improvements, construction of a two-lane half section of Ticonderoga Road (future Tri-County Parkway) and construction of a second two-lane half section of Braddock Road as well as signal and pedestrian improvements at the intersection of Braddock Road and Ticonderoga Road. LCPS has expressed concerns regarding the cost and acquisition of off-site right-of-way necessary to accommodate the Braddock Road improvements. Staff continues to evaluate the Applicant's response to these recommendations.

C. OVERALL ANALYSIS

REVISED GENERAL PLAN

Land Use

The site is governed by the policies of the Revised General Plan (RGP) and is located in the Dulles Community of the Transition Policy Area (Lower Foley Subarea). The RGP designates this area for residential development at densities up to 2 dwelling units per acre in a Countryside Village and non-residential uses which provide a visual and spatial transition between suburban development in the eastern part of the County and rural development in the west.

The Transition Area is intended to develop with a unique and innovative blend of rural and suburban development features that fully integrate the elements of the Green Infrastructure and establish natural open spaces as a predominant visual element and enhancement to the area's river and stream corridors. Due in part to the school's two-story design, active and passive open space will account for approximately 60 percent of the subject site.

The RGP states the non-residential component of the Transition Policy Area will be comprised of uses which represent an appropriate transition from suburban to rural land uses to include institutional uses such as public schools. These uses will serve to promote a rural character while serving both rural and suburban populations. The RGP further states that public school sites should be located at the focus of a school's attendance area. The school site is on the boundary between the Suburban and Transition Policy Areas and will position the school to serve students from both developed and planned communities within each Policy Area. The Applicant states the boundaries (i.e. attendance areas) for the proposed Middle School will be determined approximately eighteen months prior to the school's opening, or in the Spring of 2010; however, Staff finds the location of the proposed school is in conformance with Plan policies.

Green Infrastructure

The Green Infrastructure is a collection of natural, cultural, heritage, environmental, protected, passive and active resources that will be integrated in a related system. Elements of the countywide Green Infrastructure found on the subject site include existing forest cover on a majority of the site, several wetland areas, and a small cemetery near the southern boundary of the site. The RGP directs that development should take place around these elements, incorporating them into the design of the site. Such an approach places a priority on preserving both sensitive environmental and man-made features. Staff recommended the Applicant identify additional Tree Save Area to encompass noted wetlands located near the eastern property boundary as well as preserve desirable tree cover. A recommended condition of approval requires a fifty-

foot (50') foot buffer around the cemetery. Staff continues to evaluate the Applicant's response to these recommendations.

Building Scale, Form, and Screening

RGP policies state public facilities will observe the location and design criteria as outlined in Plan. Non-residential uses within the Transition Policy Area are to front major arterial or collector roads and are to be developed at a scale that allows them to blend effectively (visually and spatially) into a rural landscape. Building heights will relate to the surrounding landscape and heights of adjacent structures. The scale and the volume of primary structures and accessory elements should not dominate over the natural landscape and should be screened through use of natural landscaping and earthen berms. Further, land uses adjacent to any existing or proposed collector road should be designed to ensure that no noise-sensitive uses (such as schools) will be impacted when predicted noise levels exceed the Noise Abatement Criteria (NAC) noise levels table as noted in the RGP.

The Applicant has generally placed the school building in the southern portion of the site with athletic fields, natural spaces, and parking around the periphery. The school is planned as two-story structure with maximum height of 40 feet and a footprint of approximately 420' x 460'. Tree Save Areas along the eastern and southern property boundaries have been identified on the Plat. The Special Exception Plat shows landscape buffers along the northern and western property boundaries that are in excess of the Zoning Ordinance standards (Type 3 vs. Type 2). Additional evergreen plantings are shown adjacent to the southern bus parking area.

The subject site borders both the planned Loudoun County Parkway / Tri-County Parkway (Ticonderoga Road) and Braddock Road, both of which are planned major collector roads. The Applicant will provide a noise barrier (i.e. earthen berm, fence, or similar wall) adjacent to Ticonderoga Road as recommended by a noise study commissioned by the Applicant in order to meet the above-noted Noise Abatement Criteria.

Staff has made several recommendations regarding the use of building fenestrations and additional landscape plantings to break up several large building segments as well as reduce visual impact of the school facilities. Additional landscape treatments are also recommended to help mitigate the impact of traffic noise on athletic fields adjacent to Braddock Road and Ticonderoga Road. Conditions of approval reflect these recommendations. Staff continues to evaluate the Applicant's response.

Pedestrian and Bicycle Connections

Loudoun County policies support the establishment of an integrated trails and sidewalk system for pedestrians and cyclists in order to provide non-vehicular connections between residential, commercial, educational and recreational uses. The Bicycle and

Pedestrian Mobility Master Plan (BPMMP) recommends land development applications provide adequate internal bicycle and pedestrian circulation systems. Specific to public facilities, RGP policies state public schools will provide safe and convenient access for students. Further, schools will be linked to adjacent neighborhoods by sidewalks or trails on both sides of roadways and crosswalks, and where possible, linked to greenways or trails.

Staff recommended that the Applicant depict the existing and planned pedestrian and bicycle network on the Plat; specifically, pedestrian and bicycle facilities along internal roads, Braddock Road, and Ticonderoga Road. Staff further recommended that sidewalks/trails be provided on both sides of all internal roads and that safe crossing facilities are provided at all intersections. Where a portion of a shared-use path will not connect to an adjacent parcel for the indefinite future, such as at the southwest corner of the site, a reservation may be more appropriate than the construction of that portion of the shared-use path to preclude unnecessary maintenance costs.

In response, the Applicant has depicted trail and sidewalk improvements along the project's internal roads and Braddock and Ticonderoga Road, crosswalks at intersections, and a trail connection and crosswalk to the South Riding Development north of the site. A separate onsite track will be provided. The Applicant also proposes to provide right-of-way and a cash contribution (\$16,800) where portions of a shared-use path along Braddock Road and Ticonderoga Road will not connect to an adjacent parcel. These commitments have been either identified on the special exception plat or listed as a condition of approval. Staff continues to evaluate the Applicant's response to Staff recommendations.

Stormwater Management – Wetland Mitigation

The RGP calls for implementation of Low Impact Development (LID) techniques which integrate hydrologically functional designs with existing methods for preventing water pollution. Best Management Practices (BMPs) in conjunction with innovative site designs incorporating LID measures can reduce sedimentation and erosion and maintain overall water quality. The associated flow and sedimentation reduction, containment and removal of pollutants, and general water quality improvements achieved through best management practices and innovative design techniques can benefit the subject site's receiving wetlands and off-site streams.

As outlined in the attached referral agency comments, Staff has made a series of recommendations regarding the Applicant's approach to stormwater management to include LID measures such as bio-retention facilities, conservation of existing tree canopy, prioritization for wetlands mitigation, increased efficiency of stormwater management facilities, and the use of oil-water separators for the bus storage area. These recommendations are included as conditions of approval or are otherwise identified on the Special Exception Plat. Staff continues to evaluate the Applicant's response to Staff recommendations.

ENVIRONMENTAL REVIEW

Building Efficiency / LEED

RGP policies state the County will emphasize its role as a leader, facilitator, and source of information on environmental design options and procedures rather than as a regulator when implementing its program for achieving and sustaining a built environment of high quality. The RGP supports a built design with this application that helps sustain the natural environment. Accordingly, the County endorses design measures that conserve energy and water and improve air quality.

Staff suggests land use proposals incorporate the Green Building Practices endorsed by the United States Green Building Council's Leadership and Energy and Environmental Design (LEED) program in order to achieve the County's Green Infrastructure Policies and Planning Approaches to water conservation, solid waste management, and air quality.

The Applicant states LCPS engages a team of architects, engineers, and environmental consultants to evaluate school design in accordance with multiple sustainable design standards to include LEED, Green Globes, CHiPs (Collaborative for High Performance Schools), and EPA Energy Star. The Applicant notes that the United States Green Building Council (USGBC) has recently issued LEED for Schools 2009 and has contracted with its design team to evaluate the middle school design against the new model.

Lighting

Loudoun County policies stress the application of lighting standards which reduce unnecessary light pollution and energy waste while improving nighttime visibility and enhancing public safety. To achieve the land use goals of the RGP, Staff has included a condition of approval which will require the Applicant to install exterior building and parking lot lighting that is directed downward and shielded to reduce glare and light trespass. The issue is addressed.

Commission Permit

The Revised 1993 Zoning Ordinance requires a Commission Permit when a public utility or public service facility is constructed to determine if the general location, character, and extent of the proposed use is in substantial accord with the RGP.

The General Public Facilities Policies of the RGP state the County will determine the need for new public facilities and will identify suitable sites based on the Revised General Plan, appropriate area plans, land use, and growth policies. The standards and levels of service for these public facilities are as prescribed in the Board of Supervisors Adopted Service Plans and Levels. Derived from the Adopted Service

Plans and Levels is the School Board Adopted Capital Improvements Program (CIP) which identifies the proposed Middle School as MS-5 respectively. The FY 2010-2014 School Board CIP indicates the opening date of MS-5 as Fall 2011.

Staff finds that the general location, character, and extent of the proposed use is in substantial accord with the Comprehensive Plan and recommends approval of a Commission Permit for the proposed use.

TRANSPORTATION

Existing, Planned and Programmed Roads

As noted above, the subject site is currently accessed via Braddock Road. The project proposes two points of entry to the site from the west (Ticonderoga Road) to include one full entrance and one right-out entrance. A single right-in, right-out entrance is proposed at Braddock Road.

Braddock Road.

Braddock Road is a two-lane paved road with a 45-mph speed limit. The Countywide Transportation Plan (CTP) calls for this road to be a four-lane, median divided major collector road in a 90-foot right-of-way. There are no public or private sector projects to complete the recommended road design along the portion of Braddock Road adjacent to the site.

Ticonderoga Road (Future Tri-County Parkway)

Ticonderoga Road is a narrow, unpaved road, approximately 15-18 feet wide. The CTP calls for the northern segment of Ticonderoga Road adjacent to the site to be part of the Tri-County Parkway. This facility is planned to be a six-lane, median divided major collector facility within 120 feet of right-of-way. It is planned to tie into Bull Run Post Office Road in Loudoun County and an improved Route 621 in Fairfax County and connect with Route 29 and I-66. There are currently no public or private projects to construct this portion adjacent to the site.

Braddock Road / Ticonderoga Road Intersection

The Braddock Road/Ticonderoga Road intersection is signalized and, based on the Applicant's traffic study, is operating at LOS C in the a.m. peak hour and LOS B in the p.m. peak hour.

Trip Generation by Proposed Uses

At build-out (2011), the project will generate approximately 2,187 daily vehicle trips. The Applicant's traffic study demonstrates adequate Levels of Service (LOS) C or better for roadways anticipated to serve the proposed use both under existing conditions and

upon the forecasted build-out of the middle school in 2011. The Countywide Transportation Plan (CTP) specifies a LOS D or better as an acceptable level of service.

Summary of Transportation Issues/Comments

Braddock Road / Ticonderoga Road

Office of Transportation Services (OTS) Staff has recommended, among other improvements, construction of a two-lane half section of Ticonderoga Road (future Tri-County Parkway) and construction of a second two-lane half section of Braddock Road as well as signal and pedestrian improvements at the intersection of both roads. The Applicant proposes right-of-way dedication for both roads in support of CTP recommendations as well as construction of a two-lane half section of Ticonderoga Road and turn lane improvements necessary to support site entrances at Braddock and Ticonderoga Road. Regarding construction of a second two-lane half section of Braddock Road, LCPS has expressed concerns regarding the cost and acquisition of off-site right-of-way necessary to accommodate the recommended improvements. Staff continues to evaluate the Applicant's response to these recommendations. Conditions of approval will be provided under a separate cover.

Trail Improvements – Braddock Road / Ticonderoga Road

OTS Staff has recommended the Applicant provide bicycle and pedestrian connections along property frontage to include signalized crossings north to South Riding Development and west along Braddock Road. The Applicant has depicted trail and sidewalk improvements along the project's Braddock Road and Ticonderoga Road frontages as well as a trail connection and crosswalk to the South Riding Development north of the site consistent with the Staff recommendation. The Applicant also proposes to provide right-of-way and a cash contribution (\$16,800) where portions of a shared-use path along Braddock Road and Ticonderoga Road will not connect to an adjacent parcel. The Applicant's commitments are included as conditions of approval or are otherwise identified on the Special Exception Plat; however, Staff continues to evaluate the Applicant's response to Staff recommendations.

ZONING

The subject site is zoned TR-1LF (Transitional Residential-1) and TR-3LF (Transitional Residential – 3) and is administered under the Revised 1993 Loudoun County Zoning Ordinance (See Figure 7). The proposed use is listed as a Special Exception use in Tables 2-1502 and 2-1702 of Sections 2-1502 and 2-1702 and requires a Commission Permit in accordance with Section 6-1101.

The property is also located within the AI (Airport Impact) Overlay District, entirely within one (1) mile of the Ldn 60.

Zoning Staff reviewed the application and recommended, among items, note, reference, and graphic changes to the Special Exception Plat. Staff continues to evaluate the Applicant's response to these recommendations.

FIRE AND RESCUE

Fire and Rescue Staff has no objection to the approval of this application. The Dulles South Public Safety Center (Station 19) is identified as the first responder to the school property.

Per the adopted Board Fire and Rescue Policy, all Applicants are typically asked to provide a one-time monetary contribution to be distributed to the primary volunteer fire and rescue agencies that would respond to emergency situations on the subject property. The County's practice is not to request contributions from publicly funded facilities.

D. ZONING ORDINANCE CRITERIA FOR APPROVAL

Section 6-1310 of the Revised 1993 Loudoun County Zoning Ordinance states "In considering a special exception application, the following factors shall be given reasonable consideration. The Applicant shall address all the following in its statement of justification or special exception plat unless not applicable, in addition to any other standards imposed by this Ordinance":

Standard (A) *Whether the proposed special exception is consistent with the Comprehensive Plan.*

Analysis Revised General Plan (RGP) policies identify institutional uses such as public schools as appropriate uses within the Transition Policy area. As such, subject to recommended conditions of approval to mitigate potential impacts, the proposed Middle School is consistent with the policies of the RGP.

Standard (B) *Whether the proposed special exception will adequately provide for safety from fire hazards and have effective measures of fire control.*

Analysis The proposed uses will provide effective measures of fire control that meet all state and local fire safety requirements and regulations.

Standard (C) *Whether the level and impact of any noise emanating from the site, including that generated by the proposed use, negatively impacts the uses in the immediate area.*

Analysis Playing fields associated with the School uses shall be permitted to be utilized by Parks, Recreation, and Community Services (PRCS) when not programmed for athletic competition and practice by Loudoun County Public Schools (LCPS).

Vegetative screening / berming along the project's periphery and conservation of existing tree stands on the Property will provide additional buffering of noise associated with the above-mentioned activities.

Standard (D) *Whether the glare or light that may be generated by the proposed use negatively impacts uses in the immediate area.*

Analysis The draft conditions of approval require the Applicant to install restrictive lighting fixtures to minimize light and glare impacts on the immediate area.

Standard (E) *Whether the proposed use is compatible with other existing or proposed uses in the neighborhood, and adjacent parcels.*

Analysis The RGP designates this area for residential development at a base density of 2 dwelling units per acre in a Countryside Village and identifies institutional uses such as public schools as appropriate and compatible land uses within the policy area. The layout of the school campus generally places school buildings near the southern boundary of the site with athletic fields, natural spaces, and enhanced vegetative screening / berming around the periphery of the Property.

Standard (F) *Whether sufficient existing or proposed landscaping, screening and buffering on the site and in the neighborhood to adequately screen surrounding uses.*

Analysis As noted above, the Applicant has generally placed the school buildings near the southern boundary of the site with athletic fields and natural spaces around the periphery of the Property. Tree Save Areas along the eastern and southern property boundaries have been identified on the Plat. Additional evergreens are proposed to provide additional screening of the proposed bus storage area.

Standard (G) *Whether the proposed special exception will result in the preservation of any topographic or physical, natural, scenic, archaeological or historic feature of significant importance.*

Analysis No topographic or physical, natural, or scenic features have been identified on the site. A small cemetery consisting of several unmarked field stones has been identified near the southern property boundary. The Applicant will fence the cemetery and provide a 50 foot buffer.

Standard (H) *Whether the proposed special exception will damage existing animal habitat, vegetation, water quality (including groundwater) or air quality.*

Analysis The Applicant will retain existing natural features outside the limits of grading and clearing necessary to accommodate the proposed uses. No Endangered and Threatened Species (ETS), rare plant species, or rare plant communities were observed on the Property.

Public water and sanitary sewer will be provided to the site. The recommended conditions of approval require multiple commitments to groundwater quality.

It is not anticipated that the proposed uses will negatively affect natural features, wildlife habitat, vegetation or air quality. The application preserves appropriate environmental resources on the Property and the disturbance to wildlife habitat is acceptable.

Standard (I) *Whether the proposed special exception at the specified location will contribute to or promote the welfare or convenience of the public.*

Analysis The RGP states the non-residential component of the Transition Policy Area will be comprised of uses such as public schools which will serve both rural and suburban populations. The proposed uses and associated transportation improvements will provide convenient access to public school facilities and their associated recreation facilities and are intended to serve existing and future student populations.

Standard (J) *Whether the traffic expected to be generated by the proposed use will be adequately and safely served by roads, pedestrian connections and other transportation services.*

Analysis As discussed above, Staff has evaluated a series of road, signal, and pedestrian improvements designed to mitigate the traffic impacts identified in the Applicant's traffic study. Further discussion of the phasing and extent of paved improvements to Braddock Road and Ticonderoga road continue to be discussed.

Standard (L) *Whether the proposed special exception will be served adequately by essential public facilities and services.*

Analysis As identified in the attached referral agency comments, the proposed special exception uses will be adequately served by existing public facilities and services.

Standard (M) *The effect of the proposed special exception on groundwater supply.*

Analysis The proposed special exception uses are not anticipated to have an adverse affect on the County's ground water supply. Public water and sanitary sewer service will be provided by Loudoun Water (formerly LCSA). Storm water management / Best Management Practices (BMPs) and other conservation measures will be implemented by the Applicant. The Applicant has also agreed to participate in the County's well monitoring program.

Standard (N) *Whether the proposed use will affect the structural capacity of the soils.*

Analysis No negative impacts are anticipated on the structural capacity of the soils. Compliance with the requirements of the County's Facilities Standards Manual will ensure adequate structural capacity for the proposed use.

Standard (O) *Whether the proposed use will negatively impact orderly and safe road development and transportation.*

Analysis As discussed above, Staff continues to evaluate road improvements designed to mitigate the traffic impacts as identified in the Applicant's traffic study.

Standard (P) *Whether the proposed special exception use will provide desirable employment and enlarge the tax base by encouraging economic development activities consistent with the Comprehensive Plan.*

Analysis The proposed Middle is consistent with the policies of the Transition Policy Area and will provide desirable employment in support of the education of the County's student population, thereby enlarging the County's tax base. The Department of Economic Development considers public and private education to be the cornerstone to an attractive business environment and necessary to provide a highly educated workforce capable of supporting the County's desired employment base. The Applicant estimates the middle school will provide approximately 140 jobs.

Standard (Q) *Whether the proposed special exception considers the needs of agriculture, industry, and businesses in future growth.*

Analysis The proposed special exception use is intended to support existing and future student populations based on the County's land use plan and will not negatively impact existing and future agriculture, industry, and businesses.

Standard (R) *Whether adequate on and off-site infrastructure is available.*

Analysis Adequate on and off-site infrastructure will be made available prior to occupancy of the proposed school.

Standard (S) *Any anticipated odors which may be generated by the uses on site, and which may negatively impact adjacent uses.*

Analysis No odors are anticipated by the development and/or operation of the proposed special exception uses.

Standard (T) *Whether the proposed special exception uses sufficient measure to mitigate the impact of construction traffic on existing neighborhoods and school areas.*

Analysis Existing and proposed road networks associated with the proposed special exception uses will divert construction traffic away from existing neighborhoods and school areas.

VI. ATTACHMENTS (UNLESS NOTED OTHERWISE, ATTACHMENTS ARE NOT AVAILABLE ELECTRONICALLY BUT MAY BE OBTAINED FROM THE DEPARTMENT OF PLANNING)	PAGE NUMBER
1. Review Agency Comments	
a. Planning, Comprehensive Planning (05-12-09)	A-1
b. Building and Development, Zoning (04-28-09)	A-17
c. Building and Development, Environmental Review Team (04-28-09)	A-19
d. Building and Development, County Archeologist (06-03-09, 04-28-09)	A-23
e. Office of Transportation Services (05-11-09)	A-27
f. Virginia Department of Transportation (05-21-09)	A-33
g. Parks, Recreation, and Community Services (05-01-09)	A-37
h. Loudoun Water (04-24-09)	A-41
i. Health Department (04-06-09)	A-43
j. Fire, Rescue, and Emergency Services (05-05-09)	A-45
k. Office of Capital Construction (04-28-09)	A-47
l. Department of General Services (04-22-09)	A-49
2. Disclosure of Real Parties in Interest (06-05-09)	A-51
3. Applicant's Response to Referral Comments (05-27-09)	A-61
4. Applicant's Statement of Justification (03-27-09)	A-119
5. Plat / Concept Development Plan (revised 05-27-09)	Follows A-133